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Addendum

Economic Commission for Latin America and the Caribbean

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Summary

The present document describes the activities of the Economic Commission for Latin America and the Caribbean (ECLAC) in relation to indigenous affairs since 2002. These include the Bi-literacy Regional Project on Population Topics (BI-ALFA), which is being conducted in a number of Latin American countries, and involves the simultaneous promotion of literacy in the mother tongue (indigenous language) and in Spanish. It was designed by bilingual indigenous adults, with emphasis on gender, interculturality and community participation, and has been implemented in Guatemala, Mexico, Paraguay and Peru. The document also describes the IDB-CELADE (Inter-American Development Bank/Latin American and Caribbean Demographic Centre — Population Division) Project which aims to improve census data on indigenous and Afro-descendant population groups on the basis of the 2000 census round, in respect of Bolivia, Ecuador and Panama. Its main function is to provide assistance and training in the production of databases and of a sociodemographic profile of indigenous peoples and of the Afro-descendant population identified in the censuses; the updating of statistical databases with particular disaggregation by gender and ethnic group, through the processing of data from recent censuses in Bolivia, Brazil, Ecuador, Guatemala and Panama, in order to produce indicators which are disaggregated by gender and ethnic or racial origin; and the production of updated information on inequalities between indigenous and non-indigenous (and Afro-descendant and white) population groups, in relation to working conditions, income, the incidence of poverty, education and health, and illiteracy levels.

I. Bi-literacy Regional Project (BI-ALFA)

1. The ECLAC Population Division/Latin American and Caribbean Demographic Centre (CELADE) is implementing the Bi-literacy Regional Project on Population Topics (BI-ALFA) in a number of Latin American countries. This project is an innovation in integrated literacy, involving simultaneous learning in the mother tongue (indigenous language) and Spanish, designed for bilingual indigenous adults. It is based on concepts of productive development, micro-enterprise, environmental protection, gender equity, civil and indigenous rights and community health, with emphasis on reproductive health.

2. This methodology makes use of existing conceptual and methodological frameworks. It promotes meaningful learning on the basis of generative words and symbols which encourage reflection on the participants' living conditions, considering them on the basis of sociocultural, age and gender specificities, and proposing viable alternatives and forms of community-based organization in response to the difficulties identified.

3. The starting point is the idea that a bilingual adult living in an intercultural situation can learn to read and write in the two languages he or she speaks, the purpose being to reflect daily life through an applied cognitive exercise. The simultaneous treatment of learning (criterion of horizontality) makes possible a non-hierarchic valuation of the two languages, and leads to improvements in terms of intercultural respect.

4. The modus operandi makes it possible for the implementing agents to be members of the community itself, selected by assemblies and trained as bi-literacy trainers. At the BI-ALFA centres, people learn from each other; recognition is given to the person's importance and ideas, and the role of individuality and life experiences; and the recovery of the speech of every participant is encouraged. At the same time, requests for training and attention are recorded based on awareness of the importance of self-management, the development of a culture of initiative, improved productivity, and the strengthening of traditional community-based organizations and, in particular, women's organizations, since women make up 75 per cent of the population involved in the project at all levels (beneficiaries, community workers and technical staff).

5. Gender-based and intercultural approaches deserve special consideration in this community participation methodology. Pedagogical strategies and didactic tools are designed, and produce a break with certain habitual behaviour patterns which have, up to now, perpetuated a marked subordination of women. Those strategies are implemented with particular technical care, judiciously and gradually, to avoid provoking unnecessary gender conflicts: this approach emphasizes the sociocultural situation and the self-affirmation of ethnic consciousness, but manages to make possible a critical approach to the everyday behaviour of men and women. While attention is focused on the urgent practical needs of production, the environment, community health and observance of rights, students learn to read and write in both languages and responses are given to strategic gender interests, relating the situation of poor indigenous women to their position in relation to men and society. This perspective involves men, in their turn, seeking to promote the sharing of responsibility with the employment of women outside the home, their community organization as women, and family health.

6. The regional nature of the project, together with systematic follow-up of activities in the field, offers a favourable environment for a more detailed empirical investigation of learning processes among indigenous adults and the results of the implementation in indigenous communities of the gender perspective, which is showing its ability to assist national Governments in the theoretical basis of decision-making in education policy (particularly for proposals targeting the female population) and to contribute to institution-building in civil-society bodies.

7. BI-ALFA began in May 2000 with community development activities in Guatemala, Mexico, Paraguay and Peru. Project implementation involves participation by communities, indigenous and rural organizations, governmental bodies (central, regional and local), civil-society bodies and international cooperation. In each of the countries involved, national technical teams have been created with the capacity to implement projects in the field, with technical assistance from ECLAC.

8. The population groups targeted in the period from 2000 to 2003 completed their training with high levels of retention of the participants and assimilation of reading and writing, thematic content and gender and intercultural perspectives, as well as major advances in democratization of grass-roots organizations. Some progress was also seen in productive and micro-enterprise self-management, based on a transfer modality combining traditional methods with the incorporation of new technologies, including computer training.

Table 1
Regional scale of goals as of 31 January 2004

Country	*Population groups included and/or receiving bi-literacy training*
Mexico	250 members of the Tseltal and Tsotsil communities (Chiapas State)
Guatemala	1,400 members of the Mam and Q'anjob'al language communities (Departments of Huehuetenango and San Marcos)
Paraguay	3,500 people (Departments of Itapúa, Caaguazú and San Pedro)
Peru	1,600 people (Department of Huancavelica)

Table 2
Regional bi-literacy coverage planned for the period 2000-2005

Country and starting date	*Subregion*	*Population group*	*Target population*		*Inter-agency coordination*
Mexico 2001	Chiapas State	Tsotsil and Tseltal	Women Men Total	900 300 1 200	Community organizations (Chenahlo and Ocosingo), State Population Councils (COESPO), the Consultative Board made up of 12 federal and state bodies, ECLAC, UNFPA
Paraguay 2001	Departments of Itapúa, Caaguazú and San Pedro	Guaraní-speaking rural population	Women Men Total	4 500 1 500 6 000	Rural organizations, Centre for Rural Education, Training and Technology (CECTEC), Associazione per la Participazione allo Sviluppo (APS), Secretariat for Women, Ministry of Education and Culture, Government of the Republic of Italy, ECLAC, UNDP, UNIFEM
Guatemala 2000	Departments of Huehuctenango and San Marcos	Mam and Q'anjob'al	Women Men Total	4 500 1 500 6 000	Community organizations (Cuchumatanes, San Marcos, Barillas), government of the Department of Huehuetenango, National Literacy Council (CONALFA), Ministry of Education (MINEDUC), National Literacy Movement (MONALFA), Government of the Republic of Italy, ECLAC, UNDP, UNIFEM, Swedish International Development Cooperation Agency (SIDA)
Peru 2000	Department of Huancavelica	Quechua	Women Men Total	5 100 1 500 6 600	Community organizations, provincial municipality of Angaraes, Ecological Institute for Development (IED), Ministry of Education (MED), Government of the Republic of Italy, ECLAC, UNIFEM, Ford Foundation

Earlier activities:
1968-1973: Chile — Mapuche indigenous communities;
1980-1986: Argentina — Mapuche and Wichi-Mataco indigenous communities;
1997-1998: Peru — Quechua indigenous communities;
1998-2002: Bolivia — Communities and peri-urban migrants of the Quechua people of Potosi, Chuquisaca and Cochabamba — Vice-Ministry of Alternative Education and UNFPA.

www.eclac.cl/bialfa

II. IDB-CELADE project "Indigenous and Afro-descendant population groups in censuses"

9. The studies on indigenous population groups conducted in recent years by CELADE/ECLAC are part of a strategy associated with concepts of development, productive transformation, equity and citizenship, for the purpose of identifying vulnerable groups and analysing their sociodemographic characteristics as an input for the development of social policies to benefit such population groups. The case of indigenous and Afro-descendant population groups in Latin America, with their varying characteristics in different subregions and countries, is of particular significance from that viewpoint, in light of the need for updated and reliable information, the need for analysis of their situation on the basis of that information, and the possibility of using the knowledge generated to improve their present living conditions and their future prospects.

10. In order to extend research on the region's indigenous population on the basis of new data from the 2000 census round, CELADE set up an IDB-sponsored project on the indigenous and Afro-Latin American population, based on censuses in three Latin American countries: Bolivia, Ecuador and Panama.

The objectives of this project, which is currently in progress, are:

- To provide assistance and training in the creation of databases and of a sociodemographic profile of the indigenous peoples and the Afro-descendant population identified by the censuses. The results of this work will be presented in a publication for each of the countries involved in the project. In particular, the sociodemographic study incorporates an approach which, for public policy purposes, will make it possible to differentiate the characteristics and needs of the indigenous population living in urban areas, and those of the indigenous groups living in their own territory or in communities, taking into account the definitions applicable in each country. It is also intended to identify ethnic gaps (between the indigenous and non-indigenous population), generation gaps, and especially gender gaps.

- In collaboration with national bodies, to prepare an ethnic atlas showing the distribution of population groups by geographical area, socio-economic (educational, occupational, living conditions and household) characteristics, and demographic characteristics.

- To assess, jointly with national institutions in the countries involved (statistical institutes and other relevant bodies), the situation of other sources of information, both basic data and social action programmes, in relation to indigenous peoples.

- To conduct sociodemographic analysis workshops, jointly with the individual countries, and to disseminate results and make use of the information in policy and programme formulation. The workshops will be designed for public- or private-sector bodies, academic centres and indigenous and Afro-descendant organizations, for the purpose of disseminating the results of the studies and showing their potential uses in social development programmes.

11. Jointly with the Bank, following the approval of a preliminary budget for the project, it was determined that the maximum number of countries that could be included was three.

12. In agreement with the Bank, a preliminary consultation took place among an initial group of countries chosen from among those which met the conditions for taking part in the project. These conditions are, inter alia: to have conducted the 2000 round census and to have the resulting data available immediately or in the near future; to have included the question on ethnic origin in the latest census; and to have an indigenous and/or Afro-descendant population which constitutes an economically and politically vulnerable social group which is the target of social policies. It is also desirable that the study of these population groups in the selected countries should be a priority for their respective Governments.

13. This project has been granted IDB funding of US$ 200,000, and its execution period is from March 2003 to August 2004.

III. Updating of statistical database with special disaggregation by gender and ethnic group

14. This activity is being conducted by the Women and Development Unit of ECLAC. A consultant specialized in the area of racial and ethnic groups is currently processing the latest census data from Bolivia, Brazil, Ecuador, Guatemala and Panama, to produce indicators which are disaggregated by gender and ethnic or racial identity. The information collected is mainly destined for the following substantive activities:

(a) Updating of the ECLAC gender statistics database (available at http://www.eclac.cl/mujer/proyectos/perfiles/default.htm) on the basis of the latest national censuses, in order to conduct a gender analysis, particularly in areas where the census data are especially important in characterizing the population by racial and ethnic origin. The countries and years for which the data will be processed are: Bolivia (2001), Brazil (2000), Ecuador (2001), Guatemala (2002) and Panama (2000). Each indicator will always be presented for the population by ethnic identity versus population without ethnic identity and overall population. The indicators involved are as follows:

- For population: total population by five-year age and gender groups; population aged 15 years and above, by gender, marital status and relationship to head of household; and population by UBN (unsatisfied basic needs) and by gender of head of household.
- For birth rate: live births in the past year by age group (10 to 14 years, 15-19, 20-24, 25-29, 30-34, 35-39, 40 and above) and activity (15 and above, 15-24, 25-59, 60 and above).
- For occupational category (main type of activity): participation rate, characteristics of the employed persons, occupational group and branch of activity.
- For education: under 15, 15 and above, 15-24, 25-59, 60 and above; illiterate population, population by years of study, population by final educational level and academic year attained.

(b) Incorporation of data and analysis of the updated information in the position paper to be presented by ECLAC at the ninth session of the Regional Conference on Women (Mexico, 10-12 June 2004). The incorporation of such

information was also the object of a recommendation by the Caribbean subregional preparatory meeting for the Regional Conference, held in Tegucigalpa, Honduras (5-6 February 2004).

The budget for this work, which should be finished by the end of February 2004, covers the sum of $5,000 for the consultant's fees.

IV. Substantive support for a conference on economics and indigenous women

15. The Women and Development Unit has agreed, on behalf of ECLAC, to take part in preparations for the Fourth Continental Summit of Indigenous Women of the Americas, to be held in Lima in March 2004, and particularly in the organization of the working group on economics and indigenous women. It will provide substantive support, but the form this will take remains to be defined in detail.

V. Area of work relating to ethnicity, equity and citizenship

16. For a year and a half, the Social Development Division of ECLAC, with financial support from the German Agency for Technical Cooperation (GTZ), has been studying the conditions of inequality suffered by indigenous and Afro-descendant groups in Latin America and the Caribbean in relation to the rest of the region's population, and the emerging forms of citizen participation and campaigning for civil, political, economic, social and cultural rights by the indigenous peoples and groups themselves.

17. Activities conducted in this area are as follows:

- A report based on census data and household surveys, which describes the differences between the indigenous and non-indigenous population in Chile in terms of income, poverty levels, educational levels, health, and quality of employment; and also describes how indigenous organizations have developed since the early 1990s, how their demands have been dealt with, and the State structures responsible for the area of indigenous rights.
- A similar study for Bolivia, based on direct and indirect information, and referring to a broader historical background.
- A similar study for Brazil, comparing the living conditions of its Afro-descendant people with those of the rest of the population.
- A book is being prepared for publication by ECLAC, entitled *Etnicidad y ciudadania en América Latina* (ethnicity and citizenship in Latin America; Spanish only). It presents the latest information from both the political and academic spheres in relation to the development of citizenship among indigenous peoples in the region, and describes the institutionalization of indigenous issues in the region by Governments, international organizations and indigenous movements, presenting case studies for Bolivia, Chile and Mexico.

18. Activities planned for the period 2004-2005 are as follows:

- A report on inequalities between indigenous and non-indigenous peoples in Guatemala, in various areas including income, employment, education and health, based on analysis of the latest population census, and with reference to historical inequalities.

- A regional expert meeting, to be held in Santiago, on the basis of the aforementioned documents on inequalities and the construction of indigenous citizenship. This meeting will systematize these inputs and request one or two additional country studies of the same type, including a case in the Caribbean subregion.

- The dissemination of the studies and of their main conclusions to Governments, non-governmental organizations, indigenous organizations and international organizations.

- Use of the information processed and produced by the various ECLAC projects in this field, to generate mobilization capacity in relation to policies aimed at reducing the equity gap between indigenous peoples and the rest of the population in the countries of Latin America and the Caribbean. It is hoped that, on the basis of the expertise acquired, ECLAC will be able to arrange technical cooperation and provide training from 2005 onwards.

19. As for the resources used for indigenous issues by the Social Development Division in the framework of the GTZ-ECLAC project, from September 2002 to September 2003 an approximate amount of US$ 14,500 was disbursed. The amount available for the same project has not yet been determined for 2004-2005.